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CARL J. KUNASEK CHAIRMAN JIM IRVIN COMMISSIONER WILLIAM A. MUNDELL COMMISSIONER

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AZ CORP COMMISSION DOCUMENT CONTROL

BEFORE THE ARIZONA CORPORATION COMMISSION

MATTER OF THE JOINT APPLICATION OF CITIZENS UTILITIES COMPANY: **AGUA** FRIA WATER DIVISION OF **CITIZENS** UTILITIES COMPANY; MOHAVE WATER DIVISION OF CITIZENS UTILITIES COMPANY; SUN CITY WATER COMPANY; SUN CITY SEWER COMPANY; SUN CITY WEST UTILITIES COMPANY; CITIZENS WATER COMPANY **SERVICES** OF ARIZONA: CITIZENS WATER RESOURCES COMPANY OF ARIZONA: **HAVASU** WATER COMPANY AND TUBAC VALLEY COMPANY, INC., WATER APPROVAL OF THE TRANSFER OF THEIR WATER AND WASTEWATER UTILITY ASSETS AND THE TRANSFER OF THEIR CERTIFICATES OF PUBLIC CONVENIENCE **NECESSITY** ARIZONA-TO AMERICAN WATER COMPANY AND FOR CERTAIN RELATED APPROVALS.

DOCKET NOS. W-01032A-00- 0192 W-01032B-00- 0192 W-01032C-00- 0192 S-02276A-00- 0192 WS-02334A-00-0192 WS-03454A-00-0192 WS-03455A-00-0192 W-02013A-00- 0192 W-01595A-00- 0192 W-01303A-00- 0192

ARIZONA-AMERICAN WATER COMPANY'S NOTICE OF FILING PROPOSED FORM OF OPINION AND ORDER

Pursuant to A.A.C. R14-3-110(B), Arizona-American Water Company hereby files its proposed form of Opinion and Order in the above-entitled matter.

DATED this 2 A Jday of February, 2001.

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Arizona Corporation Commission DOCKETED

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FEB 0 2 2001

24 25 DOCKETED BY

FENNEMORE CRAIG

Norman D. James

3003 N. Central Avenue, Suite 2600

Phoenix, AZ 85012 (602) 916-5346

Attorneys for Arizona-American Water Company

2	foregoing was delivered this All day of February, 2001, to:
3 4 5	Docket Control Arizona Corporation Commission 1200 West Washington Phoenix, AZ 85007
6	A copy of the foregoing was delivered this <u>An</u> day of February, 2001, to:
7 8 9 10	Marc E. Stern Administrative Law Judge Hearing Division Arizona Corporation Commission 1200 West Washington Phoenix, AZ 85007
11 12 13	Teena Wolfe Attorney, Legal Division Arizona Corporation Commission 1200 West Washington Phoenix, AZ 85007
14 15	A copy of the foregoing was mailed this 34./ day of February, 2001, to:
16 17 18	Daniel W. Pozefsky Staff Attorney Residential Utility Consumer Office 2828 North Central Avenue Suite 1200 Phoenix, AZ 85004
19 20 21	Walter W. Meek, President Arizona Utility Investors Association P. O. Box 34805 Phoenix, AZ 85067
22 23	Michael M. Grant, Esq. Todd C. Wiley, Esq. Gallagher & Kennedy
24 25	2575 E. Camelback Rd. Phoenix, AZ 85016-9225 Attorneys for Citizens Communications Company, et al.
26	By: Mary Atasa
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1	BEFORE THE ARIZONA	A COR	PORATION COM	IMISSION
2	WILLIAM A. MUNDELL CHAIRMAN			
3	JIM IRVIN COMMISSIONER			
4	MARC SPITZER			
5	COMMISSIONER			
6 7 8	IN THE MATTER OF THE JOINT APPLICATION OF CITIZENS UTILITIES COMPANY; AGUA FRIA WATER DIVIS OF CITIZENS UTILITIES COMPANY; MOHAVE WATER DIVISION OF CITIZENS	SION	DOCKET NOS.	W-01032A-00-0192 W-01032B-00-0192 W-01032C-00-0192 S-02276A-00-0192
9	UTILITIES COMPANY; SUN CITY WAT COMPANY; SUN CITY SEWER COMPA	ΓER		WS-02334A-00-0192 WS-03454A-00-0192
10	SUN CITY WEST UTILITIES COMPANY CITIZENS WATER SERVICES COMPAN OF ARIZONA; CITIZENS WATER	Υ;		WS-03455A-00-0192 W-02013A-00-0192 W-01595A-00-0192
11	RESOURCES COMPANY OF ARIZONA HAVASU WATER COMPANY AND TU			W-01303A-00-0192
12	VALLEY WATER COMPANY, INC., FO	R	PEGGGOVINO	
13	APPROVAL OF THE TRANSFER OF TH WATER AND WASTEWATER UTILITY	Park I	DECISION NO	
14	ASSETS AND THE TRANSFER OF THE CERTIFICATES OF PUBLIC CONVENIS AND NECESSITY TO ARIZONA-		OPINION AND	ORDER
15	AMERICAN WATER COMPANY AND I CERTAIN RELATED APPROVALS.	FOR		
16	CEATION REELECTION IN THE STATE OF THE STATE			
17	DATE OF HEARING:	Cente	ember 27, 2000	
18		, i ja Širi		
19	PLACE OF HEARING:	Phoe	nix, Arizona	
20	ADMINISTRATIVE LAW JUDGE:	Kare	n E. Nally	
21	APPEARANCES:			Grant, GALLAGHER & Craig Marks, Associate on behalf of Citizens
22			munications Compa	
23 24				FENNEMORE CRAIG, on ican Water Company;

Mr. Daniel W. Pozefsky, Staff Attorney, on behalf of Residential Utility Consumer Office;

Mr. Bill Meek on behalf of the Arizona Utility Investors Association; and

Ms. Teena Wolfe, Staff Attorney, Legal Division, on behalf of the Utilities Division of the Arizona Corporation Commission

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BY THE COMMISSION:

On March 24, 2000, Citizens Utilities Company, now known as Citizens Communications Company, together with its Agua Fria Water Division, Mohave Water Division, Sun City Water Company, Sun City Sewer Company, Sun City West Utilities Company, Citizens Water Services Company of Arizona, Citizens Water Resources Company of Arizona, Havasu Water Company and Tubac Valley Water Company (collectively "Citizens"), and Arizona-American Water Company ("Arizona-American") filed with the Arizona Corporation Commission ("Commission") a joint application for approval of the transfer of Citizens' water and wastewater utility plant and assets in Arizona and the transfer of Citizens' Certificates of Convenience and Necessity ("Certificates") to Arizona-American.

On May 17, 2000, the Residential Utility Consumer Office ("RUCO") filed a motion for leave to intervene, which was granted on June 1, 2000. The Arizona Utility Investors Association ("AUIA") filed a motion to intervene on June 1, 2000, which was granted on June 16, 2000.

In accordance with the procedural order issued in this matter on May 30, 2000, Citizens and Arizona-American caused a public notice of the application and hearing to be published in various newspapers throughout Arizona, as follows:

22 <u>Newspaper</u>

Publication Dates

The Arizona Republic (statewide)

June 30, 2000

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¹ On April 10, 2000, Mr. Marvin Lustiger filed a request to intervene in the above-captioned matter. However, by subsequent filing, Mr. Lustiger clarified that he was only interested in electric or telephone service in Mohave County, on which basis Mr. Lustiger's request to intervene was deemed to have been withdrawn.

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Mohave Valley Daily News

June 18 and 21, 2000

Bullhead City Bee

June 16 and 23, 2000

Daily News (Sun City)

June 14 and 21, 2000

The Tribune (Scottsdale)

June 19 and 21, 2000

Today's News Herald (Lake Havasu City)

June 14 and 20, 2000

Green Valley News and Sun (Tubac Valley)

June 16 and 21, 2000

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Parties to the Transaction

In addition to publishing notice of the application, all customers of Citizens were notified of the application by means of a written bill insert. A formal public comment session concerning the application was also held on September 14, 2000, in Sun City, which was attended by Chairman William A. Mundell and Commissioner Jim Irvin.

On September 26, 2000, the Utilities Division Staff ("Staff") of the Commission filed a Settlement Agreement ("Staff's Settlement Agreement") between Staff and Arizona-American, which is attached hereto as Exhibit A. Following the hearing on this matter, which was held on September 27, 2000 at the Commission's offices in Phoenix, Citizens and RUCO submitted written briefs on issue of whether Citizens should be required to pay a portion of the gain resulting from the sale of the utility plant and assets to Citizens' customers.

DISCUSSION

Citizens Communications Company ("CCC"), through its various divisions and subsidiaries, provides water and wastewater, electric, natural gas and telecommunications services to approximately 1.8 million customers in 22 states, including Arizona. CCC's current business strategy is to focus on the provision of telecommunications services and to expand its telecommunications subsidiaries' operations through the acquisition of wire centers and access

lines from other providers, primarily in rural areas. See, for example, Decision No. 63268

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(Dec. 15, 2000), which approved the transfer of rural wire centers by Qwest Corporation to Citizens Utilities Rural Company, Inc.

In connection with this business strategy, CCC intends to sell its water and wastewater, electric, and natural gas services properties and to utilize the proceeds to finance acquisitions and other business activities in the telecommunications area. CCC has entered into an agreement to sell its Arizona electric utility systems and assets to Cap Rock Energy Corporation.² In April 2000, CCC also announced the sale of its Louisiana natural gas operations for \$375 million.

Arizona-American presently provides water service to approximately 4,600 customers in portions of the Town of Paradise Valley, the City of Scottsdale and certain unincorporated portions of Maricopa County. Arizona-American holds a Certificate of Convenience and Necessity granted by the Commission, and is presently classified as a Class B water utility. Arizona-American is a wholly owned subsidiary of American Water Works Company, Inc. ("AWW").

AWW is the largest privately-owned water utility system in the United States, providing water, wastewater and other water resource management services to approximately 3 million customers in 23 states. In contrast to CCC, AWW and its subsidiaries have as their core business the provision of water and wastewater utility services.

AWW entered into an agreement to acquire all of the water and wastewater systems of CCC and its subsidiaries in October 1999. In addition to Arizona, CCC presently has water and wastewater systems in the states of Illinois, California, Pennsylvania, Ohio and Indiana.

AWW is financially sound. On December 31, 1999, AWW reported consolidated net plant of \$5.1 billion and operating revenues of \$1.26 billion. Its December 31, 1999, balance sheet reflected a capital structure of 58.4 percent long-term debt, 2.3 percent preferred stock and

² An application for approval of the sale and transfer of Citizens' electric utility assets and systems in Arizona is presently pending in Docket Nos. E-01032A-00-0163; E-01032B-00-0163; E-01032C-00-0163; and E-03851A-00-0163.

39.3 common equity, which ratios are comparable to the six publicly-traded water utilities 1 followed by Value Line Investment Survey. AWW's shares of common stock, which are 2 publicly traded on the New Your Stock Exchange, received the highest Safety Rank from Value Line. 4

In 1999, AWW's subsidiaries invested \$467 million in improving and upgrading their facilities. For the past several years, similar expenditures have averaged nearly \$400 million per year. According to AWW witnesses, AWW's acquisition policy is motivated, at least in part, by anticipated capital expenditures resulting from new regulatory requirements and programs and the need to replace or upgrade aged infrastructure to maintain high quality service. By acquiring additional water and wastewater systems, AWW and its subsidiaries hope to obtain economies of scale and to strengthen their financial capability by expanding their customer base.

The Transaction

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On October 15, 1999, CCC, together with its various operating water division and water and wastewater subsidiaries in Arizona (collectively, "Citizens"), and Arizona-American and AWW entered into an agreement under which Arizona-American will acquire the water and wastewater assets and the Certificates held by Citizens in Arizona ("the Acquired Assets"). The Acquired Assets include all utility plant, property and interests relating to Citizens' water and wastewater operations in Arizona, with certain exceptions, including assets commonly used by Citizens in connection with other utility operations, cash and cash equivalents, and assets related to benefit plans. Citizens will also retain certain liabilities, including obligations for taxes payable, obligations relating to employee compensation and benefits, and refunds of certain advances in aid of construction. Arizona-American will assume and be liable for all contracts and permits assigned at closing, certain Industrial Development Revenue Bonds ("IDRBs"), and unperformed obligations.

The purchase price that will be paid by Arizona-American is approximately \$231 million, subject to adjustment at the time of closing. The purchase price will be increased based on utility

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plant added by Citizens after June 30, 1999, and reduced based on plant retirements occurring after such date.

Arizona-American will finance the purchase of the Acquired Assets by a combination of debt and equity. AWW recently formed a new subsidiary, American Water Capital Corp. ("AWCC"), that will provide loans and other financial services to AWW subsidiaries. Initially, Arizona-American will borrow funds from AWCC on a short-term basis, and receive additional funds in form of common equity directly from AWW. Within 12 months, the short-term debt will be converted to long-term debt. Arizona-American's resulting capital structure will contain 55 to 60 percent debt and 45 to 40 percent common equity, including Arizona-American's existing debt and equity capital and the Citizens' IDRBs that will be assumed.3

The Position of Staff and the Staff Settlement Agreement

Staff generally supported the application, and recommended that the transfer of the Acquired Assets to Arizona-American be approved, subject to several conditions.

First, Staff recommended that the Commission defer any decision on the ratemaking treatment of an acquisition adjustment, deferred taxes, excess deferred taxes, and investment tax credits until a future rate proceeding.

Second, Staff recommended that the decision to allow recovery of an acquisition adjustment be based on Arizona-American's ability to demonstrate that clear, quantifiable and substantial net benefits have been realized by ratepayers, which would not have been realized had the transaction not occurred.

Third, Staff recommended that Arizona-American should be ordered to file a report 13 months after the closing of the transaction comparing the number of complaints received by the Commission and providing an explanation of any significant changes in the number and

25 Arizona-American has filed an application for authority to issue short-term and long-term debt in 26

connection with financing the purchase of the Acquired Assets, which is pending in Docket No. W-01303A-00-0929.

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importance of the complaints. Staff would then review this report and, if necessary, provide a recommendation to the Commission.

Fourth, Staff recommended that an imputation of the benefits related to advances in aid of construction ("AIAC") and contributions in aid of construction ("CIAC") received by Arizona-American be made in subsequent rate proceedings for each former Citizens' system. The purpose of the imputation would be to recognize that portions of the Acquired Assets were financed by AIAC and CIAC which Arizona-American will not be assuming. Staff also recommended that imputed AIAC be amortized over a period of 10 years, while imputed CIAC would be amortized below the line in the same manner as would have otherwise occurred.

Fifth, Staff recommended that Arizona-American be required to seek Commission approval of any amendments to, or transfers of agreements relating to the purchase of water, such as Citizens' Central Arizona Project ("CAP") water subcontracts.

Finally, Staff recommended that the Commission order Arizona-American to charge ratepayers for services based on the rates, charges, and service tariffs in effect at the time of closing in each Citizens service territory, until such time as Arizona-American files general rate proceedings for each service territory.

In its rebuttal filing, Arizona-American indicated that it would accept all of the conditions recommended by Staff, including the deferral of a decision concerning the recognition of an acquisition adjustment and the conditions under which an acquisition adjustment would be recognized, and would adopt and utilize the rates and charges for service, and all other service tariffs currently in effect in each of the affected Citizens' service territories. However, Arizona-American disagreed with imputing Citizens' AIAC and CIAC to Arizona-American. Subsequently, Staff and Arizona-American entered into the Staff Settlement Agreement, which resolved all areas of disagreement relating to the terms and conditions under which the Acquired Assets would be transferred to Arizona-American.

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Under the Staff Settlement Agreement, Citizens' AIAC and CIAC will be imputed to Arizona-American for ratemaking purposes (thereby reducing rate base). The amount of the AIAC and CIAC to be imputed to Arizona-American for ratemaking purposes will be based on the actual balances shown on Citizens' regulatory books as of the date of the transfer of the Acquired Assets, adjusted as follows: an amount equal to 5 percent of Citizens' AIAC balance at the time of the transfer will be reclassified as CIAC and added to the CIAC balance, and the same amount will be deducted from Citizens' AIAC balance. The adjusted amount of AIAC will be amortized below the line (i.e., no impact on expenses) over a period of 6.5 years, with the amortization period beginning on the day on which the transfer takes place. The adjusted amount of CIAC will be amortized above the line (i.e., as a reduction to depreciation expense that would otherwise be recoverable in rates) over a period of 10 years, with the amortization period beginning on the day on which the transfer takes place. The imputation of AIAC and CIAC to Arizona-American is solely for ratemaking purposes, and not for financial accounting or any other purpose.

In addition to agreeing to the imputation of AIAC and CIAC, Arizona American agreed that the Commission may adopt the remaining conditions concerning the sale and transfer of the Acquired Assets recommended by Staff, discussed above. Staff and Arizona-American also agreed that Arizona-American's request for an accounting order to establish the amortization method for any acquisition adjustment resulting from the transaction should be deferred until a future rate case.

Based on these agreements by Arizona-American, Staff agreed that the Commission should authorize and approve the transfer of the Acquired Assets to Arizona-American and should not impose any additional terms, conditions or requirements on Arizona-American.

Staff and Arizona-American indicated at the hearing that they support the Staff Settlement Agreement, and believe that the terms of the Staff Settlement Agreement are reasonable and in the public interest. Citizens and AUIA also indicated their acceptance of the

Staff Settlement Agreement. However, the remaining party, RUCO, objected to the Staff Settlement Agreement and to the transaction generally, as discussed below.

Position of RUCO

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RUCO maintained that the transaction as proposed is not in the public interest and should not be approved. RUCO did not contend that Arizona-American would be unable to provide adequate and reliable utility service if the transaction is approved, or contend that Arizona-American lacks the experience and expertise to properly manage and operate the Citizens' systems if they are acquired. Instead, RUCO's arguments focused primarily on the possible, future impacts of the transaction on ratepayers. In addition, RUCO argued that the gain resulting from the sale of the Acquired Assets received by Citizens, i.e., the difference between the net book value of the Acquired Assets and the purchase price being paid by Arizona-American, should be divided between Citizens and ratepayers.

Analysis of Disposition of Gain Issue

RUCO contended that gain sharing with ratepayers in this case is appropriate primarily for two reasons. First, RUCO maintained that ratepayers have shared in the risk associated with the operation of the utility assets. According to RUCO, this risk sharing results from the accounting treatment provided in the Uniform System of Accounts when an asset is retired prematurely, i.e., before a utility fully recovers its original cost via depreciation. Second, RUCO stated that prior Commission decisions support gain sharing.

In response, Citizens argued that ratepayers have assumed no risk in connection with the operation of Citizens' water and wastewater utility business. Investors have provided the utility's capital and bear the financial risks associated with its operations. Therefore, the investors should be entitled to receive any gain resulting from the transaction. As to prior Commission decisions, Citizens cited three analogous cases involving, as here, a sale of an entire line of utility business in which the Commission did not order gain sharing.4 Citizens also

⁴ Citizens/Southern Union, Decision No. 57847, December 2, 1991; Contel/Citizens, Decision No. 58819,

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pointed out a fourth Commission decision in which a utility's natural gas business was sold at a loss. In that case, the Commission did not order the customers to share in the loss.⁵

We do not believe, under the circumstances of this case, gain sharing is appropriate. Here, Citizens is selling its entire business and will have no further water and wastewater operations in Arizona. As Citizens has pointed out, the Commission has never required gain sharing under these circumstances. In the Contel of the West matter, in which Citizens was authorized to acquire all of Contel's telephone properties in Arizona, Staff urged that the gain resulting from the sale be shared equally with ratepayers. The Commission rejected gain sharing in that case.

We also do not believe that ratepayers bear a substantial risk by virtue of receiving utility service. The particular accounting treatment for depreciable plant provided under the Uniform System of Accounts does not shift risk to customers, but rather prescribes particular accounting adjustments to properly reflect rate base before and after the retirement of a plant item. The utility's owners, i.e., its shareholders, ultimately bear the risks associated with the utility's business. While regulation may reduce those risks relative to most non-regulated businesses, regulation does not shift that risk to ratepayers, who are entitled to receive utility service at rates set by the Commission.

Accordingly, we do not find it appropriate under the circumstances in this case to require Citizens to pay a portion of the gain it receives from the sale of the Acquired Assets to ratepayers.

Analysis of Remaining RUCO Recommendations

The remainder of RUCO's recommendations pertained to the structure of the transaction and RUCO's concerns that this structure could lead to rate increases in the future. RUCO's concern in this regard primarily relates to the fact that Arizona-American will not be assuming

October 17, 1994; and GTE/Citizens, Decision No. 62648, June 13, 2000.

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⁵ Ajo Improvement Company/Southwest Gas, Decision No. 60167, April 17, 1997.

all of Citizens' liabilities associated with AIAC and CIAC, which totaled approximately \$80.8 million and \$4.7 million, respectively, at December 31, 1999. According to RUCO, the structure of the transaction will result in the elimination of AIAC and CIAC as reductions from rate base, which will in turn result in an increase in rate base and, eventually, to rate increases.

Although we recognize RUCO's concerns, we believe that those concerns are overstated for several reasons.

First, no evidence has been presented suggesting that the transaction has deliberately been structured in a manner that would eliminate AIAC and CIAC from rate base. Instead, the evidence indicates that the agreement between Citizens and Arizona-American and AWW was the product of arms-length negotiations that occurred after Citizens had adopted its current business strategy of focusing on telecommunications services and divesting itself of its water and wastewater systems, as well as its electric and natural gas systems throughout the country. This is not a transaction between affiliated companies. The payment by Arizona-American will constitute an investment in the Acquired Assets.

Moreover, we believe that the Staff Settlement Agreement appropriately deals with this issue. As discussed, Citizens' AIAC and CIAC will be recognized for ratemaking purposes by Arizona-American, even though Arizona-American is not assuming those liabilities. By virtue of this imputation, the impact of the structure of the transaction will be ameliorated. Based on the evidence and the testimony, the Staff Settlement Agreement's approach is reasonable.

RUCO also expressed concern regarding the impact of the transaction on Citizens' accumulated deferred income taxes ("ADITs"), which totaled approximately \$5.2 million as of December 31, 1999, and Citizens' investment tax credits ("ITCs"), which totaled approximately \$2.2 million as of the same date. Under the Staff Settlement Agreement, any decision on the treatment of ADITs and ITCs will be deferred until Arizona-American seeks new rates in a future proceeding. Staff's recommendation is appropriate under the circumstances herein.

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adopted in the Staff Settlement Agreement, for dealing with the possible future recognition of an acquisition adjustment in rates. RUCO agreed with Arizona-American and Staff that it is appropriate to defer consideration of any acquisition adjustment resulting from the transaction until a future rate proceeding, in order to afford Arizona-American an opportunity to demonstrate that the acquisition has provided a net benefit to ratepayers by virtue of improved operating efficiencies, economies of scale and other synergies. However, RUCO also contended that the Commission should adopt a set formula, which is set forth in the direct testimony of RUCO witness Gordon Fox, that would be used in connection with any future determination of the amount of the acquisition adjustment.

Next, RUCO questioned the approach proposed by Arizona-American and Staff, as

We have concerns about the adoption of a set, mechanical formula to quantify a future acquisition adjustment, as proposed by RUCO, which may omit certain key variables and place too much (or too little) emphasis on other variables. Under the circumstances herein, Staff's recommendation concerning the basis on which the Commission will allow the recovery an acquisition adjustment is reasonable and in the public interest. Arizona-American is cautioned that the Commission will require Arizona-American to demonstrate that clear, quantifiable and substantial net benefits to ratepayers have resulted from the acquisition of Citizens' systems before the Commission will consider recovery of any acquisition adjustment in a future rate proceeding.

RUCO was also critical of Arizona-American's failure to assume all of Citizens' IDRBs. As stated, Arizona-American will assume certain IDRBs, which total approximately \$10.6 million. The IDRBs that will be assumed constitute low-cost capital. The average cost of the IDRBs that will be assumed by Arizona-American was 3.55 percent per annum during 1999. RUCO believes that there may be three additional Citizens' bond issues, representing low-cost capital, that will not be assumed in connection with the transaction.

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Arizona-American, in its testimony, has acknowledged that other bonds have been issued by Citizens. The evidence indicates, however, that in contrast to the IDRBs that will be assumed, the other bonds would require unanimous consent from all bond holders in order to be assumed, which would be administratively difficult, if not impossible, to accomplish within the time frame of the transaction. The IDRBs that Arizona-American will assume, in contrast, are re-marketed on a weekly basis, so that the bonds may be accumulated in the hands of one investment banker on a particular re-marketing date, who would then be able to approve their assumption.

Given the lack of evidence that it would be feasible for Arizona-American to assume the remaining bonds, it would not be reasonable to require Arizona-American to assume them or to otherwise impute these bonds to Arizona-American's capital structure. The remaining bonds will continue to be an obligation of Citizens and will continue to be included in Citizens' capital structure in its ongoing telecommunications business.

Finally, RUCO recommends that authorization of the transaction be made contingent on Arizona-American pledging to invest not less than 15 percent of the purchase price for the Acquired Assets, or approximately \$35 million, in acquisitions and capital improvements of "resource stressed" water and/or wastewater utilities in Arizona. These acquisitions and capital improvements would have to be made within 72 months from the date on which the Commission approves the transaction.

The Commission recognizes that there are small water and wastewater utilities in Arizona that may need technical and financial assistance. Indeed, the Commission has attempted to provide such assistance to small water and wastewater utilities through workshops and the development of policies aimed at improving their financial viability. However, it is not reasonable to compel a private utility to spend in excess of \$35 million to solve these problems, nor is it clear that the Commission has the authority to do so.

Arizona-American has indicated its willingness to work with the Commission in 1 developing solutions to service problems being experienced by small, troubled utilities. By 2 virtue of acquiring Citizens' systems in Arizona, Arizona-American will be in closer proximity 3 4 to a number of these systems, and the Commission would expect Arizona-American, as circumstances warrant, to seriously consider acquiring these systems or otherwise provide 5 technical or financial assistance. It is not appropriate, however, to impose a mandate on 6 7 Arizona-American to do so. 8 Having considered the entire record herein and being fully advised in the premises, the 9 10 Commission finds, concludes, and orders that: FINDINGS OF FACT 1. On March 24, 2000, Citizens and Arizona-American filed with the Commission a 12 13 joint application for approval of the transfer of Citizens' water and wastewater utility plant and assets in Arizona and the transfer of Citizens' Certificates to Arizona-American. 14 2. The following parties were authorized to intervene in this docket: RUCO and 15 16 Arizona Utility Investors Association. 3. A public notice of the application and hearing was published in various 17 newspapers throughout Arizona within and in the vicinity of Citizens' and Arizona-American's 18 service territories. 19 20 Citizens' customers were also notified of the application by means of a written bill insert. 21 5. Public comment was taken on September 14, 2000, in Sun City, Arizona. 22 6. On September 27, 2000, a hearing was held on this matter at the Commission's 23 offices in Phoenix, Arizona. 24 7. Citizens is engaged in the business of providing water and wastewater utility 25 services at various locations within the State of Arizona.

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- 8. Arizona-American, a wholly owned subsidiary of AWW, is currently engaged in providing water utility services to the public in portions of Maricopa County, Arizona.
- 9. AWW and its subsidiaries, including Arizona-American, are the largest privately-owned water utility system in the United States, providing water, wastewater and other water resource management services to approximately 3 million customers in 23 states.
- 10. AWW is financially sound, and has the experience, expertise and resources to assume and perform Citizens' public service obligations.
- 11. CCC's current business strategy is to focus on the provision of telecommunication services and to expand its telecommunications subsidiaries' operations through the acquisition of wire centers and access lines from other providers, primarily in rural areas.
- 12. In connection with this business strategy, CCC intends to sell its water and wastewater, electric and natural gas services properties and to utilize the proceeds to finance acquisitions and other business activities in the telecommunications area.
- 13. Citizens, Arizona-American and AWW entered into an asset purchase agreement dated as of October 15, 1999, under which Arizona-American will acquire all of the water and wastewater assets and the Certificates of Citizens in Arizona.
- 14. The purchase price that will be paid by Arizona-American is approximately \$231 million, including the assumption of approximately \$10.6 million of certain debt in the form of outstanding IDRBs, subject to adjustment based on plant additions and retirements occurring after June 30, 1999.
- 15. Arizona-American will finance the transaction by a combination of debt and equity, which will result in Arizona-American having a capital structure containing 55 to 60 percent debt and 45 to 40 percent common equity, which is comparable to the capital structures of most large, publicly-traded water utilities.
- 16. Staff has recommended that the transfer of Citizens' water and wastewater utility plant and assets and Citizens' Certificates be approved, subject to the following conditions:

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CONCLUSIONS OF LAW

- 1. Citizens and Arizona-American are public service corporations within the meaning of Article XV of the Arizona Constitution and A.R.S. §§ 40-281, 40-282 and 40-285.
- 2. The Commission has jurisdiction over Citizens and Arizona-American and over the subject matter of this proceeding.
- 3. Citizens and Arizona-American provided notice of this proceeding in accordance with law.
- 4. Based on the evidence presented herein, Citizens and Arizona-American have satisfied the requirements for the transfer of Citizens' water and wastewater utility plant, property and assets, and Citizens' Certificates and, therefore, such transfer should be approved.

ORDER

IT IS THEREFORE ORDERED that the Joint Application for Authority to Transfer Assets of Citizens Utilities Company, now known as Citizens Communications Company, together with its Agua Fria Water Division, Mohave Water Division, Sun City Water Company, Sun City Sewer Company, Sun City West Utilities Company, Citizens Water Services Company of Arizona, Citizens Water Resources Company of Arizona, Havasu Water Company and Tubac Valley Water Company, and Arizona-American Water Company is hereby approved.

IT IS FURTHER ORDERED that Arizona-American Water Company shall comply with the conditions and requirements set forth in the Staff Settlement Agreement, attached hereto as Exhibit A, and in Finding of Fact 16, hereinabove.

IT IS FURTHER ORDERED that Arizona-American Water Company shall file appropriate documentation in this docket evidencing its acquisition of the utility plant and other assets and its assumption of the obligation to provide water and wastewater utility services on or before thirty (30) days from the date on which the acquisition has been completed.

IT IS FURTHER ORDERED that Arizona-American Water Company shall notify customers of the transfer of the utility plant and other assets and of its assumption of the

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1	obligation to provide water and wastewater utility services by means of an insert in its first
2	regular monthly billing or by other appropriate means immediately following the transfer.
3	IT IS FURTHER ORDERED that this Decision shall become effective immediately.
4	BY ORDER OF THE ARIZONA CORPORATION COMMISSION.
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7	CHAIRMAN COMMISSIONER COMMISSIONER
8	IN WITNESS WHEREOF, I, BRIAN C. McNEIL,
9	Executive Secretary of the Arizona Corporation Commission, have hereunto set my hand and caused the
10	official seal of the Commission to be affixed at the Capitol, in the City of Phoenix, this day of
11	, 2001
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13	BRIAN C. McNEIL
14	EXECUTIVE SECRETARY
15	DISSENT
16	
17	[1]
18	는 마이크 마르크 보이스 전에 발표하는 경험에 가고하다는 그 것이 되고 하는 것을 보고 있습니다. 그런 것이 되었는 것이 되었다고 하는 것이 없다. 보고 하고 있는 그 사람들이 많은 전 교육을 받는 것이 되었다. 그렇게 보고 그 물론이 되었다고 있었다. 그런
19	로마 보면 보다 보고 있는데 보고 있는데 보고 보고 보는데 보다 하는데 보고 보는데 하고 있다. 그런데 보고 있는데 함께 보고 있다. 1일 10일 1일
20	
21	는 성기를 하고 있습니다. 그렇게 하고 하는 것이 되었다. 그런 그는 그는 그는 그는 그는 그는 그를 보고 있다. 그는
22	용하는 하는 사람들은 사용하는 사람들이 되었는데 보고 있다는데 보고 있다. 그런데 보고 있는데 보고 있는데 보고 있는데 보고 있다. [1] 이 1일 전 1일
23	마이트 경기에 있는 사람들이 그는 경기에는 생각하는 것이다. 그는 사람들은 사람들이 가는 사람들이 가는 사람들이 되었다. 그는 것이다. 발표 보이 되었다. 그는 사람들이 그 생각이 있는 것이다. 사람들이 보고 있는 것이 되었다. 그는 사람들이 가는 것이다. 그는 사람들이 없는 사람들이 없다.
24	는 보통 등 보통
25	마르크로 보고 있다. 이 발표 보고 있다. 그런 보고 있는데 보고 있는데 보고 있는데 보고 있는데 보고 있는데 보고 있는데 보고 있다. 그는데 보고 있는데 보고 있다.
26	마는 사람이 많이 되었다. 그는 사람들은 사람들이 되었다. 그런 사람들은 사람들이 되었다. 그런 그런 그런 사람들이 되었다. 그런 사람들이 되었다. 보통 사람들은 사람들은 사람들은 사람들은 사람들은 사람들은 사람들은 사람들은
	1149851.1/73244.021 DECISION NO.

1	SERVICE LIST FOR:	CITIZENS COMMUNICATIONS COMPANY ET AL.
2		
3 4 5	Michael M. Grant GALLAGHER & KENNEDY 2575 East Camelback Road Phoenix, Arizona 85016-9225 Attorneys for Citizens Communications Company, et al.	
7 8 9	Norman D. James FENNEMORE CRAIG 3003 N. Central Avenue, Suite 2600 Phoenix, Arizona 85012-2913 Attorneys for Arizona-American Water Cor	npany
10 11	Walter W. Meek, President Arizona Utility Investors Association P. O. Box 34805 Phoenix, AZ 85067	
12 13 14	Christopher C. Kempley, Chief Counsel Legal Division ARIZONA CORPORATION COMMISSIO 1200 West Washington Phoenix, AZ 85007	
15 16 17	Deborah Scott, Director Utilities Division ARIZONA CORPORATION COMMISSIO 1200 West Washington Phoenix, AZ 85007	ON
18 19 20 21	Daniel W. Pozefsky Staff Attorney Residential Utility Consumer Office Suite 1200 2828 North Central Avenue Phoenix, AZ 85004	
22	Ву	
23 24	3099-0035/898296	
2 4 25		도 보고 기계 가게 되고 기계 제 도 기계 보고 있다. 이 전에 가르게 되었다. 맞이 되는 것은 기계 기계 기계 보고 있는 것이 되었다. 그 것이 기계
25 26		
	1149851.1/73244.021	DECISION NO.

- 19 -

EXHIBIT A

BEFORE THE ARIZONA CORPORATION COMMISSION

- 1	DEFOIG THE AMEZONA COM	OKATION COMMINDSION
2	CARL J. KUNASEK	2000 SEP 25 P 4: 18
3	Chairman JIM IRVIN	
	Commissioner	AZ CORP COMMISSION ODCUMENT CONTROL
4	WILLIAM A. MUNDELL	
5	Commissioner	마루 걸리는 마음에도 상황하게 하다면.
6	IN THE MATTER OF THE JOINT) APPLICATION OF CITIZENS UTILITIES)	DOCKET NOS. W-01032A-00-0192
7	COMPANY; AGUA FRIA WATER DIVISION)	W-01032B-00-0192
	OF CITIZENS UTILITIES COMPANY;	W-01032C-00-0192
8	MOHAVE WATER DIVISION OF CITIZENS)	S-02276A-00-0192
9	UTILITIES COMPANY; SUN CITY WATER) COMPANY; SUN CITY SEWER COMPANY;)	WS-02334A-00-0192 WS-03454A-00-0192
. 7	SUN CITY WEST UTILITIES COMPANY;	WS-03434A-00-0192 WS-03455A-00-0192
10		W-02013A-00-0192
	ARIZONA; CITIZENS WATER RESOURCES)	W-01595A-00-0192
11		W-01303A-00-0192
	WATER COMPANY AND TUBAC VALLEY	
12	WATER COMPANY, INC., FOR APPROVAL)	
-	OF THE TRANSFER OF THEIR WATER)	STAFF'S NOTICE OF FILING
13	AND WASTEWATER UTILITY ASSETS)	SETTLEMENT AGREEMENT
	AND THE TRANSFER OF THEIR CERTIFI-)	BETWEEN ARIZONA CORPORATION
14	CATES OF PUBLIC CONVENIENCE AND)	COMMISSION STAFF AND
15	NECESSITY TO ARIZONA-AMERICAN)	ARIZONA-AMERICAN WATER
13	WATER COMPANY AND FOR CERTAIN) RELATED APPROVALS.)	COMPANY
16)	
17		
1,8	그 이 일과 경찰 강화를 하고 있다. 그는 그리고 한 다양 교회를 만든 하였다.	hereby files the Settlement Agreement between
19	the Arizona Corporation Commission Staff and Ariz	zona-American Water Company, in the above-
20	referenced dockets.	
21	RESPECTFULLY SUBMITTED this 26th d	ay of September, 2000.
22		
		Stall for
23		Wolfe ey, Legal Division
24		a Corporation Commission
	(602)	542-3402
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26	[[[[[[[[[[[[[[[[[[[
27		현실이 보다 하는 사람들이 들어 하지만 생각하는 것을 하였다. 현실이 보다 하는 사람들이 보다 보다 있다는 생각을 받는다면
20	H. 우리 다 네트라 보스 주제 보이지와 네. 원크 사는 병기 문항이 되고 하다.	

- 11	to the contract of the contrac
1	Original and fifteen copies of the foregoing document filed
2	this 26 th day of September, 2000 with:
3	Docket Control Arizona Corporation Commission
4	1200 West Washington Phoenix, Arizona 85007
5	Copies of the foregoing will be mailed
6	the 27 th day of September, 2000 to:
7	Norman D. James, Esq.
8	Fennemore Craig 3003 North Central Avenue
9	Suite 2600 Phoenix, Arizona 85012
0	Attorneys for Arizona-American Water Company
1	Craig Marks, Esq.
2	Citizens Utilities Company 2901 North Central Avenue, Ste 1660
3	Phoenix, Arizona 85012
4	Scott Wakefield, Esq. RUCO
5	2828 N. Central Ave., Suite 1200 Phoenix, Arizona 85004
6	
7	Arizona Utility Investors Association
8	Suite 210
19	
20 21	By: Jon John
21	
22	
23	

DECISION NO. _____

CARL J. KUNASEK
CHAIRMAN
JIM IRVIN
COMMISSIONER
WILLIAM A. MUNDELL
COMMISSIONER

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BEFORE THE ARIZONA CORPORATION COMMISSION

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MATTER OF THE TAIOL THE APPLICATION OF CITIZENS UTILITIES WATER **AGUA** FRIA COMPANY; OF **CITIZENS** UTILITIES DIVISION COMPANY; MOHAVE WATER DIVISION OF CITIZENS UTILITIES COMPANY; SUN WATER COMPANY; SUN CITY SEWER COMPANY; SUN CITY WEST UTILITIES COMPANY; CITIZENS WATER COMPANY OF ARIZONA; **SERVICES** RESOURCES WATER CITIZENS COMPANY OF. ARIZONA: HAVASU WATER COMPANY AND TUBAC VALLEY COMPANY, INC.. WATER APPROVAL OF THE TRANSFER OF THEIR WASTEWATER AND UTILITY WATER ASSETS AND THE TRANSFER OF THEIR CERTIFICATES OF PUBLIC CONVENIENCE NECESSITY TO ARIZONA-AND AMERICAN WATER COMPANY AND FOR CERTAIN RELATED APPROVALS.

DOCKET NOS. W-01032A-00- 0192 W-01032B-00- 0192 W-01032C-00- 0192 S-02276A-00- 0192 WS-02334A-00-0192 WS-03454A-00-0192 WS-03455A-00-0192 W-02013A-00- 0192 W-01595A-00- 0192 W-01303A-00- 0192

SETTLEMENT AGREEMENT BETWEEN
ARIZONA CORPORATION
COMMISSION STAFF AND ARIZONAAMERICAN WATER COMPANY

On March 24, 2000, Citizens Utilities Company (now known as Citizens' Communications Company), its Agua Fria Water Division, its Mohave Water Division, Sun City Water Company, Sun City Sewer Company, Sun City West Utilities Company, Citizens Water Services Company of Arizona, Citizens Water Resources Company of Arizona, Havasu Water Company and Tubac Valley Water Company (collectively, "Citizens") and Arizona-American Water Company ("Arizona-American") filed with the Arizona Corporation Commission ("Commission") a joint application for the approval of the sale and transfer of Citizens water and wastewater utility plant, property and assets in Arizona, including transfer of Citizens' certificates of convenience and necessity

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The Commission's Utilities Division Staff ("Staff") has investigated the application and has recommended that the application be approved by the Commission, subject, however, to certain conditions and requirements, which are set forth in the Direct Testimony of Linda A. Jaress, filed in this docket on August 14, 2000, at pages 18-19 ("Staff Recommendations"). Arizona-American has indicated that it is willing to accept the Staff Recommendations, with the exception of the recommendation that Citizens' advances in aid of construction ("AIAC") and contributions in aid of construction ("CIAC") be imputed to Arizona-American.

Representatives of Staff and Arizona-American have had discussions concerning the matters in dispute with respect to the application and have reached a settlement. The purpose of this Settlement Agreement is to memorialize the agreement that has been made by and among Staff and Arizona-American, which resolves all areas of disagreement relating to the terms and conditions under which Citizens' Arizona water and wastewater assets and Citizens' Certificates may be transferred to Arizona-American.

1. AIAC Imputation; Amortization. As of December 31,1999, Citizens' AIAC balance was \$80,818,669. Citizens' AIAC balance as of the date on which Citizens' water and wastewater assets and Certificates are transferred to Arizona-American and Arizona-American becomes responsible for the provision of water and wastewater services will be imputed to Arizona-American. Such imputation shall be solely for ratemaking purposes. The total amount of AIAC imputed will be adjusted as more particularly provided below. The adjusted amount of AIAC will be amortized below the line (i.e., no impact on expenses) over a period of 6.5 years, with the amortization period beginning on the day on which the transfer takes place.

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- 2. <u>CIAC Imputation; Amortization</u>. As of December 31, 1999, Citizens' CIAC balance was \$4,734,430. Citizens' CIAC balance as of the date on which Citizens' water and wastewater assets and Certificates are transferred to Arizona-American and Arizona-American become responsible for the provision of water and wastewater services will also be imputed to Arizona-American. Such imputation shall be solely for ratemaking purposes. The total amount of CIAC to be imputed to Arizona-American will also be adjusted as provided below. The adjusted CIAC balance imputed to Arizona-American will be amortized above the line (i.e., as a reduction to depreciation expense) over a period of 10 years, with the amortization period beginning on the day on which the transfer takes place.
- 3. Adjustment to Recorded AIAC and CIAC Balances. The amounts of AIAC and CIAC to be imputed to Arizona-American for ratemaking purposes will be based on the actual balances shown on Citizens' regulatory books as of the date of the transfer, adjusted as follows: An amount equal to five percent (5%) of Citizens' AIAC balance at the time of the transfer will be reclassified as CIAC and added to the CIAC balance, and the same amount will be deducted from Citizens' AIAC balance in computing the amounts to be imputed to Arizona-American for ratemaking purposes hereunder.
- 4. Adoption of Remaining Staff Recommendations. Arizona-American agrees that the Commission may adopt the remaining Staff Recommendations, as set forth in the Direct Testimony of Linda A. Jaress.
- 5. <u>Deferral of Determination of Amortization Method</u>. The parties agree that Arizona-American's request for an accounting order to establish the amortization method for any acquisition adjustment resulting from the transaction should be deferred until a future rate case.
 - 6. <u>Transfer in the Public Interest</u>. Based on the foregoing agreements

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and understandings, Staff agrees that Arizona-American is a fit and proper entity to acquire the Certificates and that the Commission should authorize and approve the transfer of Citizens' Arizona water and wastewater assets to Arizona-American on the terms set forth herein. No additional terms, conditions or requirements are necessary or appropriate.

- 7. <u>Support and Defend</u>. This Settlement Agreement will be introduced as an exhibit during the hearing on the application, presently set for September 27, 2000. Arizona-American and Staff will jointly request that the Settlement Agreement be received into evidence, and agree to support and defend this Settlement Agreement and the transfer of Citizens' water and wastewater assets and the Certificates to Arizona-American on the terms set forth herein as just, reasonable and appropriate based on the particular circumstances presented in this application.
- 8. <u>Compromise; No Precedent</u>. This Settlement Agreement represents a compromise in the positions of the parties hereto. By entering into this Settlement Agreement, neither Staff nor Arizona-American acknowledges the validity or invalidity of any particular method, theory or principle of regulation, or agrees that any method, theory or principle of regulation employed in reaching a settlement is appropriate for resolving any issue in any other proceeding, including (without limitation) any issues that are deferred to a subsequent rate proceeding. Except as specifically agreed upon in this Settlement Agreement, nothing contained herein will constitute a settled regulatory practice or other precedent.
- 9. <u>Privileged and Confidential Negotiations</u>. All negotiations and other communications relating to this Settlement Agreement are privileged and confidential, and no party is bound by any position asserted during the negotiations, except to the extent expressly stated in this Settlement Agreement.

CRAIG

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FENNEMORE CRAIG
ATTORNEYS AT LAW
PHOENIX

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1 2	A copy of the foregoing was telecopied/delivered and mailed this day of September, 2000, to:
3	Daniel W. Pozefsky Staff Attorney
4	Residential Utility Consumer Office 2828 North Central Avenue
5	Suite 1200 Phoenix, AZ 85004
6	(602) 285-0350 Walter W. Meek, President
7	Arizona Utility Investors Association P. O. Box 34805
8	Phoenix, AZ 85067 (602) 254-4300
9	Craig A. Marks
10	Associate General Counsel Citizens Communications Company
11	2901 N. Central, Suite 1660 Phoenix, AZ 85012
12	(602) 265-3415
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14	By:
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FENNEMORE CRAIG ATTORNEYS AT LAW PHOENIX PHX/NJAMES/1109126.1/73244.021

DECISION NO. _____